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## White Paper

# Government Statement on the Review of Local Government in the Regional Municipality of Ottawa-Carleton

May 8, 1978





WHITE PAPER

GOVERNMENT STATEMENT ON THE REVIEW OF  
LOCAL GOVERNMENT IN  
THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

Ministry of Treasury, Economics  
and Intergovernmental Affairs

The Honourable W. Darcy McKeough,  
Treasurer of Ontario, and  
Minister of Economics and  
Intergovernmental Affairs

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Deputy Minister



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## INTRODUCTION TO OTTAWA-CARLETON

### WHITE PAPER

I know that many of you have been anxiously awaiting the Government's response to the review of local government in Ottawa-Carleton. That review consists not only of the report of the Review Commissioner himself, Dr. Henry Mayo, but the many briefs and opinions that were presented to the Commissioner and to the Government following the completion of his report. The Government has now had an opportunity to examine and weigh the mass of information and opinion on how to improve upon our local government institutions in this key area of the Province.

The system of regional government in Ottawa-Carleton was designed to meet the demands and needs of the last decade - the provision of facilities and services to accomodate growth. That need still exists but the system of local government - indeed all governments, have been faced more and more with issues of scarce public funds and effective resource and program management. This change in emphasis will obviously continue into the future.

Many issues and many recommendations were presented both in the report and the responses to it. It will be obvious to you that the Government has not tried to take a position on all of the issues - rather we have singled out some key areas for possible changes in the arrangements that seem to us to be timely for the Ottawa-Carleton region.

Generally speaking, the impression I have from the review process in Ottawa-Carleton is that the system has been working reasonably well. Regional policies have been evolving in aspects of municipal responsibility that are appropriately regional in scope, and, at the same time municipal government has generally been quite effective within the area municipalities in their sphere. As well, Planning and financial co-operation between the two levels of government is increasingly evidenced in many areas. This is local government at work, and we should not be surprised that the changes that need to be made are selective at this time rather than sweeping in nature.

If it is clear that Ottawa-Carleton is served well by its municipal institutions, one thing further is clear. The idea that some special governing arrangement for the whole of the national capital area would improve upon the municipal system or be acceptable locally in the region found no support whatsoever throughout the review process. This approach is firmly rejected by the Province.

We have already announced certain recommendations in particular in reference to the enlargement of Vanier and the creation of a new western city. I think it important to single out the latter proposal which involves some large changes politically and administratively. I would stress that the planning process in all areas affected should proceed as usual and that this proposal not be a reason for delaying expenditures or plans now pending approval.

Certainly the review process considered many issues and processes; the need for boundary changes, the planning process, the system of representation, the role of the chairman, the relationships among the area municipalities and



the Region, the roles of council and staff, the prospects of future development, the role of special purpose bodies, the system of financing, relations between the Region and the Province and the role of the resident in the political process.

It is a matter of more than passing curiosity for many people that we in Ontario seem to be constantly reviewing and adjusting our local governments. They point to the fact, for example, that in Ontario we have a form and substance of municipal government that is the envy of many local governments around the world. Some go so far as to ask where have been the riots, the civil disobedience to provide the political impetus to such substantial reforms. It is in a way a paradox that governments least in need of reform have an ongoing capacity for it. Perhaps this is our secret to success - the ability to review and assess from time to time the way in which we govern ourselves and to bring gradual improvements to the system. We are a long way in Ontario from completely rationalizing local government as a responsible, responsive political institution. The important thing is that we continue to address ourselves to the task.

How important the task of clear definition of political institutions is in terms of how well society runs can be seen when we consider the difficulties we face in our federal-provincial affairs today. We have arrived at a situation by ad hoc decisions and informal practices that leaves us very confused and perplexed and at serious odds about who is responsible for what in this country. We have an opportunity to avoid this institutional jungle in local government and given the Provincial Government's constitutional responsibility for the definition of local government, we see this as an ongoing challenge to work with local leaders and residents to keep our local government in Ontario strong and effective.

A recurring theme in all of the studies was that there should be increased emphasis upon accountability in local government. There appears to be a rising concern for a clearer understanding of the system in which decisions are made that touch all of our lives. With such understanding, better and more cost-effective decisions will be made. We as a Provincial government wish to continue to strengthen and improve the base from which politicians in local government, the elected representatives, may do an effective job in dealing with the broad range of community issues, may relate in a positive way to the appointed officials who are there to advise them and in turn to implement the decisions made by the politicians. It is equally important that those on whose behalf the politicians serve can see clearly who has made the decisions affecting the community and how they ally themselves in exercising their power. It is important to this Government that in a free society those who govern are elected to office and are accountable for their actions - that we are not governed in our local communities through remote and confused realms of responsibility that would frustrate effective assessment of responsibility and action taken.

We must continue to strive to form political institutions that have the capacity to make choices, set priorities and be accountable for the way in which competing claims are decided and issues resolved.

The Government of Ontario wishes to continue to achieve a better balance in the decision-making process between the provincial and the municipal level. Queen's Park cannot and must not decide everything. Our confidence in entrusting more of public policy-making to restructured local governments will be enhanced by a clearer political/administrative base with which to lodge expanded responsibility.

As for the process for making the possible changes proposed in the White Paper from this point in time, let me suggest to you that the Government will assess local response by the end of May. At that time, the decision will be made as to whether we have sufficient support for our proposals to move to legislation.

May 8, 1978

Hon. W. Darcy McKeough  
Treasurer of Ontario





## STRUCTURE

### Continuance of Two Tier System

The Mayo Report recommends that the two-tier system be continued in the Regional Municipality of Ottawa-Carleton and the temptation of a simple one-tier system for the whole region should be resisted.

Mayo reasons that a system which is essentially working should be retained and feels that a two-tier system is not in itself difficult for the public to understand. He also finds that the two-tier system in Ottawa-Carleton has not created excessive costs and duplication as some have claimed. With the various other improvements he recommends, Mayo concludes that the two-tier system will continue to work well.

Only two representations have been made for a one-tier system throughout the review process in Ottawa-Carleton. The City of Ottawa Council was itself divided on the issue and submitted two briefs, one favouring one-tier, the other favouring two-tier. The Ottawa Board of Trade also recommended a one-tier system. The City one-tier brief emphasized the need for simplicity of government; the Board of Trade placed its emphasis on reducing the costs of government.

The comments of Mayo and the City of Ottawa Two-Tier Brief seem more balanced. Both realize that a one-tier scheme has disadvantages that can easily outweigh the advantages. For example, it could not combine all the urban and urbanizing area. The proponents of one-tier also see a continued need even in a one-tier scheme for local units of some kind. Moreover, some of the supposed disadvantages of two tiers can be viewed as strengths -- a degree of overlap in responsibility can result in tensions that are healthy for good government.

All area municipalities other than the City of Ottawa are opposed to a one-tier system at this time. There is, however, some sympathy in both the City and some of the Townships for an ultimate adjustment in the two-tier system that would result in area municipalities that are more equal in size and resources in the developed portion of Ottawa-Carleton than is presently the case. However, those suggesting this have felt that much further study is necessary and that the time is not yet at hand for such a fundamental restructuring of the lower-tier.

The Government wishes to continue the two-tier system in RMOC. The system has performed reasonably well and Regional policy has been evolving in a number of important respects, despite the fact that the Region has such a diversity of lower-tier units and urban characteristics within it (unlike Metro Toronto). Political life is vital at both levels of the system in RMOC and this perhaps explains the quantity and quality of submissions received in the Review process (over 300 received before and after the Mayo Report).

- (1) THE TWO-TIER SYSTEM TO BE  
CONTINUED IN RMOC, SUBJECT  
TO IMPROVEMENTS PROPOSED  
ELSEWHERE IN THIS PAPER.



## BOUNDARIES

### New Western Municipality

Discussions are well advanced with the three area municipalities affected on Mayo's recommendation that a new western municipality be established so as to contain within a single municipality the planned western growth area of the RMOC. Financial analysis of the shifts in tax base this restructuring would occasion indicate that the resulting changes in tax levels in the areas affected are not major ones. Areas experiencing tax increases directly as a result of being merged with the tax base and service profile of the new municipality will in any event receive transitional mill rate assistance. An appropriate division of assets and liabilities also seems feasible under existing procedures. This can include financial transfers between municipalities if necessary.

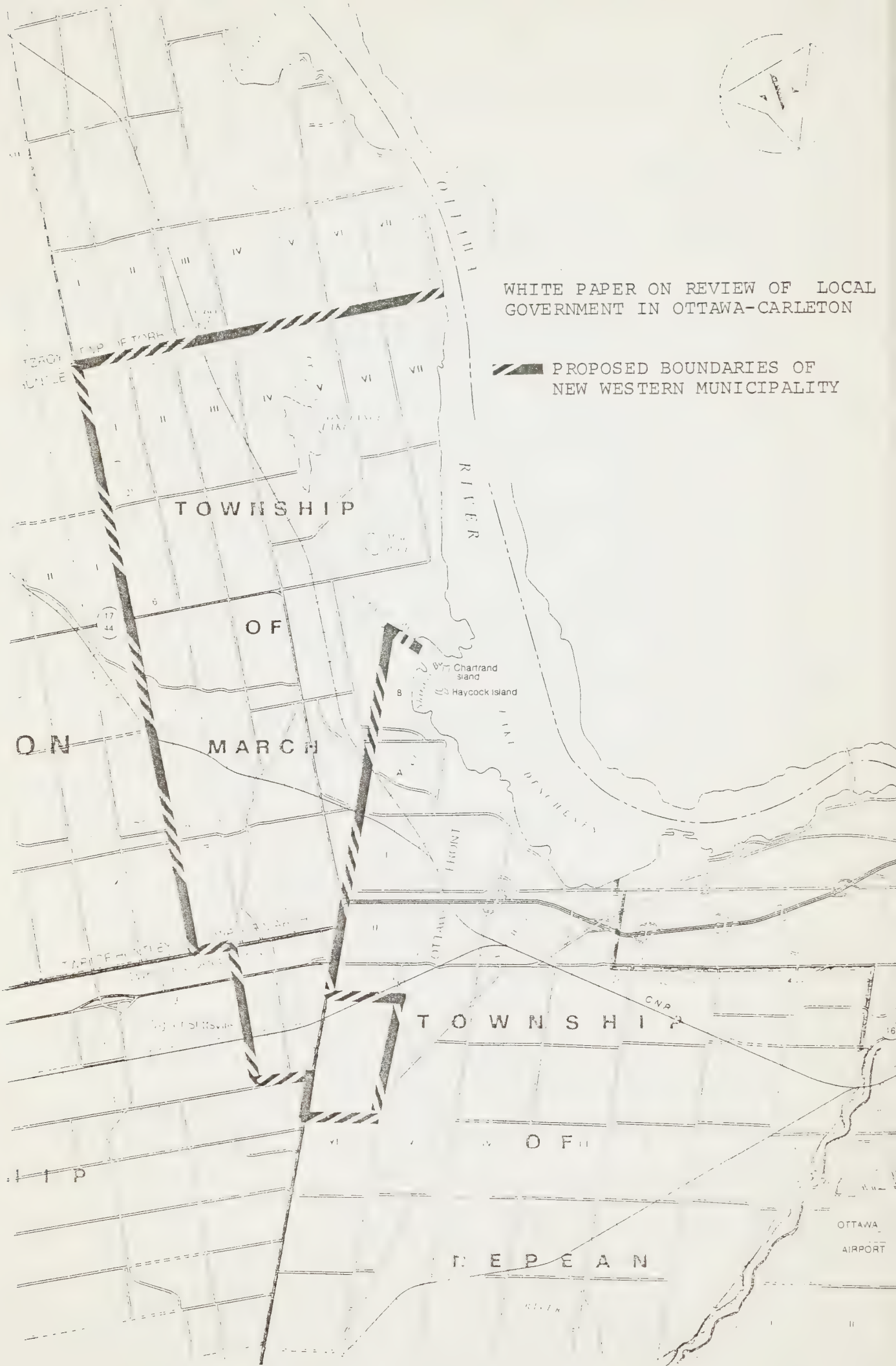
The precise boundary for the new municipality raises an important issue which has been much discussed with municipal people. This concerns the relationship between the municipal boundary and the specific development pattern.

A local consensus has emerged that the new municipality should contain all of March Township (including the northern portion which Mayo suggested go into West Carleton), the Bridlewood subdivision of Nepean Township (south to the Hope Sideroad), and a portion of Goulbourn Township including only the Glen Cairn development and the Carp Watershed and related drainage works (rather than the more westerly boundary that would result from simply extending the western boundary of March southerly as suggested by Mayo).



WHITE PAPER ON REVIEW OF LOCAL  
GOVERNMENT IN OTTAWA-CARLETON

 PROPOSED BOUNDARIES OF  
NEW WESTERN MUNICIPALITY



This boundary would define fairly "tightly" the southern portion of the Western Growth Area, which is an approved part of the RMOC Official Plan. Local municipal and regional people strongly support the approved planning policy for this area, which is that no development take place between the Glen Cairn area (which would be within the new municipality under the proposed boundaries) and Stittsville. It is their unanimous feeling that the boundary of the new municipality should reinforce this important planning policy.

The Province has followed two principles in making boundary decisions in lower tier restructuring. These are that such boundaries should be if possible locally determined and should be flexible enough to contain areas of future growth, but not tightly define them, leaving this up to the subsequent planning and policy decisions within the municipal units concerned and at the Regional level.

The policy of flexible boundaries should be followed with respect to the March Township portion. It is appropriate to include the whole of March in the new municipalities for other reasons, despite the fact that this includes much land that is not now planned for development. This would provide continuity with old municipal boundaries. Moreover, March Council has argued persuasively that the urban area of the new municipality should have recreational area under its own control to relate to, and that March has already been involved in agreements in the northern portion of the township for this purpose.



On the other hand, there would appear to be no compelling reason for not acceding to strong municipal feeling in regard to the portions of Goulbourn and Nepean to be included in the new municipality. If so, it should be made clear that the more flexible municipal boundary to the north (if it is to include all of March Township), is not to be taken to mean a policy that development is eventually expected to fill in the agricultural and other open lands taken in by such a boundary. Decisions about development should rather be made on the basis of their planning merits and on the basis of policy concerns such as the protection of agricultural land, the need for balanced growth throughout the Region, and the like.

- (2) THE GOVERNMENT PROPOSES THAT  
A NEW URBAN MUNICIPALITY BE  
ESTABLISHED IN THE WEST OF THE  
REGIONAL MUNICIPALITY OF OTTAWA-  
CARLETON TO INCLUDE THE WHOLE OF  
MARCH TOWNSHIP AND, AS TIGHTLY AS  
POSSIBLE, THOSE PORTIONS OF GOULBOURN  
AND NEPEAN TOWNSHIPS WHICH ARE  
PRESENTLY INCLUDED IN THE WESTERN  
GROWTH AREA.

Rockcliffe Park

The Village of Rockcliffe Park has for some time been an anomaly in this Region. It is far too small an entity to continue as a separate area municipality. This allows its few residents to devote all of their local purpose taxes to what amounts to their own neighbourhood, rather than sharing these taxes with the residents of the larger city that has long surrounded them. Ontario has refused to accept the American pattern of fragmented metropolitan government in this respect, and it is now time this policy was applied to Rockcliffe Park. At the same time, there is no evidence that Rockcliffe Park will lose its distinctive identity or an appropriate range of municipal services, if it is merged with the City of Ottawa. It would probably not have either, under the Mayo proposal that it be merged with an enlarged Vanier. However, residents of Rockcliffe Park and adjacent areas of the City of Ottawa have so strongly opposed this recommendation, it is hard to believe the political process in a Vanier enlarged in this way could manage without many years of animosity. Hence, there is little point in pursuing the Mayo recommendation regarding Rockcliffe Park as was indicated in the Treasurer's statement to the Legislature on November 29, 1977.

There remain four alternatives with respect to Rockcliffe Park. These are essentially (a) status quo; (b) status quo without representation on Regional Council; (c) merge with City of Ottawa, to become part of a city ward; and (d) merge with City to become a single city ward for an assured minimum period of time, but such ward not to be represented on Regional Council.

- (3) THE GOVERNMENT PROPOSES THAT  
ROCKCLIFFE PARK BE MERGED WITH  
THE CITY OF OTTAWA.



Vanier

The Treasurer indicated in his November 29, 1977 statement to the Legislature that he would not accept an expansion of Vanier to include Rockcliffe Park and portions of the City of Ottawa and of Gloucester Township. This has been interpreted by some as "sealing the fate of Vanier", and leaving Vanier in a financial crisis.

The decision not to alter Vanier at this time is intended rather to allow more time for some realistic options for Vanier to emerge which are more acceptable to surrounding municipal areas which can then be compared with the very real option of merging it with the City of Ottawa. In the meantime, the Government recognizes Vanier may face some financial problems. However, the high rate of taxation in Vanier for the City's own purposes may be as much related to the level of spending in Vanier, which Council has some control over, as it is to an assessment deficiency as such.

Any change in Vanier's boundaries should be related to the concerns of an efficient and responsible municipality and not to an expansion of its assessment base as such. This could be part of a local agreement about Vanier itself, or could form a part of a more thorough-going lower tier restructuring in Ottawa-Carleton which some of the municipalities of the Region feel they should look at in the next few years. Either way, the Government should not impose a major expansion of Vanier, if there remains strong opposition from adjacent areas and municipalities. It should also be noted that the expansion of Vanier recommended by Mayo

and that recommended by Vanier itself, is not at all analogous to the circumstances resulting in the formation of the new western municipality. The equivalent Eastern Growth Area is beyond the Greenbelt, is not yet conceptually agreed upon, and is an area not included in any proposal for Vanier itself.

External Boundary with Arnprior

There is little common ground at present between the Town of Arnprior and Township of West Carleton which would form the basis of an appropriate boundary adjustment, at this time, such as that recommended by Mayo to run along the Mississippi River. The position of Arnprior is that the boundary should be adjusted to include all of the Fitzroy ward (formerly Fitzroy Township) in the expanded town. The Township of West Carleton argues that the only boundary adjustment they would support would be a limited transfer of land in the immediate area of the town which could be provided with town water and sewer services. On balance, the external boundary of the RMOC with Arnprior should not be changed at this time.



### Municipal Status

There are two issues in the context of this Review. The City of Nepean has for some time requested that it be elevated to City status. There would seem to be no reason not to meet this request at this time. It raises no policy issue and should not significantly alter the grant entitlement of Nepean, if at all. City status should be extended to other municipalities in the Region should they wish to make a similar request.

A second issue concerns the appropriate status for the new western municipality. The implications of City status at this time will have to fit its circumstances.

There are anomalies in the matter of municipal status. One example is the level of grants available. These have been pointed out from time to time and are commented upon by the Grants Reform Committee Report. It is the Government's intention to rationalize these inconsistencies. Consideration of status should be seen in that light.

- (4) THE GOVERNMENT PROPOSES THAT  
NEPEAN BE ELEVATED TO THE STATUS  
OF A CITY, AND THAT CITY STATUS  
BE EXTENDED TO THE OTHER  
MUNICIPALITIES IF THEY  
REQUEST.

## ELECTORAL PROCESS

### Election to Regional Council

Changes in population and the proposed creation of the new western municipality will alter representation on Regional Council. The proposed representation on Regional Council is given in Table I.

With the chairman selected as at present (see next section), this will mean a total of 32 representatives on the Regional Council. An even number is sometimes felt to be unwise; however, several county councils, including restructured Oxford, have had no apparent problems with this. Moreover, the chairman's vote would be only a tie-breaking vote if he is selected as at present.

There are strong arguments for direct election of some or all members of the Regional Council. At present, the Council is composed indirectly of members by reason of their election to the local councils. With direct election, those elected to the Regional Council would be released from local issues to concentrate on Regional concerns. Regional issues would be debated at election time and members of Regional Council would be able to devote more time to Regional concerns between elections, since they would no longer have to split their time between two councils. Equally important, members of Regional Council elected this way would be directly accountable to the public for the actions of council and on Regional rather than local issues.

TABLE I

PROPOSED REPRESENTATION FOR OTTAWA - CARLETON REGIONAL COUNCIL

	Population 1976*	% of Total*	Number of Representatives On RMOC	% of Rep.*	Pop. Per Regional Rep.*
OTTAWA	308,000	59	16	52	19,250
VANIER	20,000	4	2	6	10,000
GOULBOURN	9,000	2	1	3	9,000
GLOUCESTER	53,000	11	3	10	19,000
NEPEAN	76,000	15	4	13	19,000
NEW WESTERN MUN.	11,000	2	1	3	11,000
CUMBERLAND	12,000	2	1	3	12,000
RIDEAU	8,000	2	1	3	8,000
OSGOODE	9,000	2	1	3	9,000
WEST - CARLETON	8,000	2	1	3	8,000
	514,000		31		Average
			Chairman	1	12,325

\*Rounded Numbers

Mayo recommended that the Regional Council should be entirely composed of members directly elected from a system of Regional wards. He minimized the argument often raised against direct election of Regional Councils, that a lack of co-ordination would result between the lower tier and upper tier councils. This concern has been given more weight in the Robarts Report on Metropolitan Toronto, which recommended that heads of local councils also serve on the upper-tier council (which would otherwise be directly elected).

From the submissions received both before and after the Mayo Report, it would appear that local opinion is divided on this issue. Although there is a fair degree of support in the City of Ottawa, some of the suburban municipalities continue to oppose any direct election.

The notion that two directly elected levels of municipal government in a region would conflict with each other more than they would in an indirect system, is not borne out by experience in other Regions where there is some measure of direct election to the upper tier council. Moreover, this would be dependent upon the degree to which each level has its own responsibilities. As Mayo has pointed out, the division of responsibilities between levels in Ottawa-Carleton is fairly clear in many respects, and would be more so with a few additional changes. With each level largely having its own set of responsibilities, and given the framework of an approved Regional Official Plan, the problems of conflict between two directly elected levels of government in the system could well be reduced after a period of initial adjustment.



It is necessary, however, to look more closely at the proposal for direct election to Regional Council, as it would apply to the circumstances in Ottawa-Carleton. As Mayo and others have argued, it is important that the wards for purposes of the elections to Regional Council not cross local municipal boundaries. Considerable public confusion would result. If this principle is accepted, then a directly elected Regional Council in Ottawa-Carleton would simply reproduce the existing city-suburban balance that is achieved now by indirect methods. Moreover, under the mixed direct-head of council scheme it would nearly double the number of elected municipal politicians in the process. The City of Ottawa would have two sets of 15 elected politicians. It is not clear what advantage is gained over the present council in these circumstances.

With the above in mind, it would seem wise to postpone any direct election to Regional Council until such time as there is less inequality in the population of the constituent municipalities in RMOC (either by a restructuring of the lower tier, as some city and suburban municipalities feel should be studied, or by population shifts over time resulting from the development pattern). Alternatively, the principle that lower tier boundaries might be crossed for purposes of Regional wards could be abandoned, but this would be unwise.

One minor adjustment in the existing system of constituting the Regional Council might however be undertaken at this time in conjunction with the adjustments in Regional representation indicated at the beginning of this section: all members of Regional Council could be automatically selected in local elections (the so-called "double-direct" system). At present, all heads of Council and all members

of Ottawa City Council are elected simultaneously to the lower tier and upper tier councils. In the larger suburban municipalities outside of the City of Ottawa which have multiple representation on Regional Council, i.e. Nepean and Gloucester, the Deputy Reeve also sits on Regional Council, and the electorate can be expected to realize this when voting. However, if more than two representatives on Regional Council are required (in Nepean already, and in Gloucester under the recommended changes for Regional Council), the Regional Act stipulates this will be the member of local council receiving the most votes. This technique would presumably also apply to any suburban municipalities having two representatives on Regional Council but which lacked the office of Deputy Reeve (such as might well be the case with the new western municipality).

Under this approach, the voter is not directly voting for the additional representative(s) on Regional Council as such. Electors are rather voting for members of local council. The member(s) who receives the most votes for this office will happen to sit on Regional Council.

The election of representatives for Regional Council in addition to Heads and Deputy heads (if applicable) of Council could become "double" direct, if, as in some other regions, an appropriate number of local councils positions were also identified as Regional council positions in the ballot, and candidates had to declare themselves for these positions in advance.

Vanier is a special case, in that only the head of council is elected by a general (at-large) vote. The remainder of council is made up of members elected from four double member wards. The double direct principle would be applied to Vanier by having at least one at-large elected office in addition to that of the Mayor.

Under the recommended changes in the composition of Regional Council at the beginning of the section, Nepean, Gloucester, Vanier and the new western municipality would have more than one member of Regional Council. The suggestion above is that all members to be on Regional Council, other than the head of council and deputy head of council (where applicable), be elected at large and that all local elected positions that will automatically result in membership in Regional Council, be so designated on the ballot, and candidates for same be required to declare their intention to serve on Regional Council by the end of the nominations period. This would encourage more identification with Regional Council and regional issues in elections. The Government invites discussion of this suggestion.

- (5) PROPOSES THAT EXISTING METHOD  
OF ELECTION TO REGIONAL COUNCIL  
BE CONTINUED.

Selection of Chairman

As with direct election, there are strong and related arguments for Mayo's recommendation that the Chairman of Regional Council be selected from among the Council membership, and for having the Chairman retain his elected position and ordinary vote on Council. The Regional Act currently gives Council an option to select one of its own members as chairman. However, the chairman must then resign his elected office and he exercises only a tie-breaking vote on Council. The latter provisions respecting the Chairman have also been in effect in the other regions and in Metropolitan Toronto.

Mayo reasons that under his recommendation the Chairman would be more likely to have support of a majority of Council on policy matters and would be directly accountable to the electorate in local elections for his policy leadership of the Regional Council.



It is questionable, however, whether adopting these changes related to the Chairman's position and role would lead to a significant and certain improvement on Regional Council unless direct election is also adopted. They could simply reinforce city-suburban tensions rather than generate a Regional point of view. Since direct election has been rejected at this time, and since the Chairman has been able to use his present position effectively as a catalyst in the evolution of Regional policies on council, no change is recommended that would require council to select a chairman from its own membership.

- (6) THE GOVERNMENT PROPOSES  
THAT THE EXISTING PROVISIONS  
FOR SELECTION OF CHAIRMAN OF  
REGIONAL COUNCIL BE CONTINUED.

Board of Control - City of Ottawa

The Ottawa City Council has requested that the Board of Control be eliminated, and Mayo has recommended its elimination. The City's request is a part of a revision of the City ward system which City council wishes to make. This will increase the number of wards from 11 to 15, and result in more equally populated wards than at present.

The Board of Control is seen by many to be an outmoded means of executive organization for elected municipal councils in Ontario. Since responsibility for policy resides with the municipal council as a whole, council should be in a position to select its own executive committee, if it so desires, which will then be more likely to have the support and confidence of a majority of council and be less likely to be in conflict with council and with the Mayor. With this in mind, the Province has been prepared to phase out Boards of Control where these exist, and this policy could well apply in the City of Ottawa, especially now that the City has requested that its Board be eliminated in conjunction with its ward revision. It should be noted that City Council and the Regional Council might then wish to take account of the proposals for Metro Toronto insofar as executive committees, their powers and their composition are concerned.

It is a matter, however, upon which opinion is sharply divided. Council has indeed voted for its abolition. The Standing Administration of Justice Committee in its wisdom voted against it. Many argued for its retention.

Editorial support in Ottawa is divided on the subject. This is a matter that could be an issue in the next municipal election and it would be our hope that it would be thoroughly discussed at that time.

- (7) THE GOVERNMENT PROPOSES THAT  
BOARD OF CONTROL IN THE CITY  
OF OTTAWA NOT BE ABOLISHED  
FOR THE TIME BEING.

BROAD POWERS OF MUNICIPAL RESPONSIBILITY

Mayo does not go as far as the Robarts Commission in his recommendations concerning the extent of municipal powers and the method of their conferral by the Province. He nowhere suggests that municipalities should have the power to pass any by-law so long as it does not conflict with provincial legislation. It is clear, however, that he feels the municipal governments of RMOC should exercise considerable responsibility, and have greater flexibility in doing so, provided the structural reforms needed to focus such responsibility on the elected councils are brought about.

The Government has, for some time, taken the approach of conferring broader powers on municipalities in Ontario. It has been Provincial policy to increase municipal authority and to broaden the council's discretion whenever possible in order to encourage the development of a strong, responsible system of local government in Ontario. Legislation has been amended to broaden municipality authority, for example, in respect of making grants to other organizations and in regulation of sidewalks. In a bill now before the Legislature, the Government has proposed to confer on municipalities a general power to license and regulate businesses in Ontario. The Province is committed to this approach and should continue to broaden municipal powers.



MUNICIPAL CONTROL OF SPECIAL PURPOSE BODIES

Mayo has made strong general arguments to eliminate most local special-purpose bodies in RMOC. His position is similar to that taken repeatedly by the Province in recent years. The use of the special-purpose body is a major deterrent to the effective exercise of local government responsibility. It is impossible to achieve a process of priority-setting, influencing all local services, and a clear public sense of whom to hold responsible for such priority setting, with the plethora of local special purpose bodies that now exist.

The Government would therefore encourage Regional and local councils to examine the appropriateness of continuing the existence of such bodies, not including school boards, on the understanding that a special-purpose body could not be re-established once it has been eliminated. Without the latter understanding, the institution setting of local government could be in constant flux, which would be even more confusing to the public and distracting to the politicians than the present fragmented system which is at least fixed in place.

- (g) PROPOSES THAT COUNCIL(S) EXAMINE THE APPROPRIATENESS OF THE CONTINUED EXISTENCE OF CERTAIN SPECIAL PURPOSE BODIES. IF THE REGION AND/OR LOCAL COUNCILS SUBSEQUENTLY WISH TO TAKE DIRECT CONTROL OF THE FOLLOWING SPECIAL PURPOSE BODIES THE PROVINCIAL GOVERNMENT WOULD BE PREPARED TO CONSIDER LEGISLATION TO THAT END:

- (a) O.C. TRANSPOR
- (b) LIBRARY BOARDS
- (c) HEALTH BOARD

OC Transpo

Mayo's recommendations regarding O.C. Transpo should be given special consideration in this context. Mayo has recommended that Ottawa-Carleton Transpo be eliminated as a special-purpose body, that the staff and functions be transferred to the Regional Transportation Department, headed by the Transportation Commission and answerable to the Transportation Committee of Regional Council.

Mayo applies the general Provincial position regarding local special-purpose bodies to OC transpo in this recommendation, and the Province would be prepared to do likewise. Absorption of the commission into RMOC would be feasible. The Commission itself is already composed entirely of members of Regional Council. Moreover, the Province has placed a time limit on the continued separate corporate existence of the Transit Commission in Hamilton-Wentworth.

Transit has been an integral and successful part of RMOC policy making since the transit system became a regional responsibility in 1972. A major expansion of the transit system has taken place under the stimulus of Provincial grants, and the result has been a significant absorption of commuter automobile trips, thus allowing the Region to avoid very costly road improvements that would otherwise have been necessary to cope with rush-hour congestion. It seems clear that residents of RMOC are getting into the transit habit and that the modal shift to transit favoured by the Province and RMOC is being effected in transit policies and in the Regional planning process.

A major reason for this achievement is the degree of structural integration of the transit responsibility with the other transportation and planning responsibilities for RMOC. At the level of the commission, the chairman of Regional Council has also been the chairman of the Transit Commission. At the staff level, OC Transpo itself has evolved into an operational unit, while the chief transit planner has been placed within the RMOC Transportation Department, itself an integration of previously split departmental jurisdictions.

Eliminating OC Transpo altogether at this time would achieve further advantages. The general concern of Mayo and of the Province would be met. Accountability for transit policy decisions would be clearly focussed on elected members of Regional Council who, as elected representatives, are responsible for the use of tax dollars which now heavily subsidize the transit system and are responsible for the quality and relationships among major local services. In addition, a tendency to want to make important transit operational decisions privately as if they were technical matters without political implication, when this is in fact not the case, would be less likely and proper political accountability would be thereby enhanced at this level of decision-making as well.

Together these advantages would be important gains in the process needed to educate the public and its elected representatives to the fiscal realities affecting the transit system. Moreover, Regional Council has been attempting to work out new terms of reference with the transit commission with respect to operational matters for some time. This indicates an awareness of problems of accountability for public decisions about transit at the operations level.

A key to effective transit policy in RMOC has been the Chairman's presiding role over both Council and Commission, a factor that has undoubtedly reduced the potential for disruptive conflict between the two because there is less sense of the commission being separated from the prevailing structure of council leadership. It is perhaps just as important to preserve this institutional feature, as it is to eliminate the commission as such, if the present level of functional integration with RMOC at the policy and operational level of transit is to continue in the years ahead.

It may also be an opportune moment to write this very desirable feature into the Regional Act. The current chairman already occupies the role and would not be gaining any particular advantage from such a provision. At the same time, it would avoid political difficulties in selecting a new chairman of the Commission at the time when the present chairman steps down. However, this step would not be necessary if the Commission is merged with the standing Transportation Committee of Council. If the latter is not done, the Government would be prepared to consider the indicated provision about the chairmanship of OC Transpo.

There is one complication in absorbing OC Transpo into the RMOC immediately. Transit employees are organized in various transportation unions and existing labour agreements are under Federal labour legislation. This arose out of the original Federal franchise to operate inter-provincially, which was simply transferred when the system became a Regional responsibility in 1972. As an alternative



Ontario labour legislation would apply. In this case, there are already examples of transit system employees remaining in their own unions, with their own benefits package, after a merger of the system with a municipality. This was the case in Kitchener, where CUPE wished to represent such employees when the transit system was absorbed by the City. After a hearing of the Ontario Labour Relations Board, it was decided that most transit employees would continue to be represented by the Railway Brotherhood (some maintenance employees came under CUPE). There has apparently been no problem with this approach (indeed it also applies to former gas utility employees).

Given that there are important labour matters to be worked out in conjunction with any RMOC absorption of OC Transpo, it would be appropriate to put a later date on any winding up of its separate corporate status, as in Hamilton-Wentworth, to allow the necessary negotiations to proceed.

## FINANCE

Mayo made several recommendations on financial issues. Three recommendations relate to reform of the property tax. These include elimination of tax exemptions, full payments-in-lieu including business tax by the Federal Government (which would also apply to the Province), and a common business tax. These should be deferred, pending the Government's action on property tax reform generally. However, it is noted that several municipal Reeves and Treasurers feel strongly that property tax reform should be proceeded with in RMOC without further delay even if not elsewhere in the Province, because of mounting confusion in regional finance resulting from the "frozen" assessment equalization factors there, and to bring additional pressure to bear on the Federal Government to make full payments-in-lieu to the RMOC municipalities.

Mayo's recommendations concerning Provincial-Municipal grants are general in nature, and relate mainly to the need for greater simplification and deconditionalization. A specific response to this should be deferred, pending the Government's response to the Report of the Grants Reform Committee.

In one of his most controversial recommendations, Mayo argued that commercial/industrial assessment be pooled and allocated to the area municipalities on the basis of population. Mayo's discussion overlooks the pooling of assessment, which results from the apportionment of the net regional and school board levies which is calculated on the basis of weighted and equalized assessment. Moreover, at the lower tier level, the existing approach to commercial/industrial assessment has two important advantages that would be lost under Mayo's proposal. With the existing approach, municipalities are in effect compensated for the

undesirable aspects of commercial/industrial development (under Mayo's scheme they would seek population, not economic activity). Moreover, business' pay taxes to the municipality providing them local services (a relationship of accountability that would be lost under Mayo's pooling proposal).

Mayo made a further financial recommendation that would have far-reaching consequences, namely that lot levies and related charges against new developments by municipalities be eliminated and replaced by municipal development financing to be repaid by the tax levy on such developments. Mayo's recommendations in this respect would have enormous implications in municipal capital finance which are not included in his discussion. As the issue of municipal development charges is currently under joint study by the Ministries of Housing and Treasury, a response to this Mayo recommendation is deferred.

Another area of financial concern raised by Robarts but not Mayo, and which applies also to RMOC, concerns the role of the Ontario Municipal Board in approving capital undertakings and municipal borrowings. The Robarts Commission recommended that the OMB's function be confined to the approval of the financial aspects of an undertaking, rather than the merits or necessity of an undertaking on a project-by-project basis. Such a change in OMB procedure is consistent with the Government's efforts to encourage a more "block" approval approach in the financing of larger municipalities, such as Ottawa-Carleton. Administrative cost efficiencies could be achieved by streamlining capital approvals in this way.

- (9) THE GOVERNMENT PROPOSES THAT  
THE ONTARIO MUNICIPAL BOARD  
MAKE BLOCK CAPITAL APPROVALS  
ON FINANCIAL MERITS ONLY,  
RATHER THAN ON A PROJECT BY  
PROJECT CONSIDERATION.

Finally, it is noted that two important positions of the Government are supported in Mayo's financial discussion. These are that assessment is properly a Provincial function and that municipalities should not be permitted to levy income or sales taxes, nor should a share of Provincial taxes be (directly) allocated to them.

FUNCTIONS

Housing and Planning

Mayo has recommended that Regional Council be vested with powers to determine:

- (a) the location, distribution and standards of public housing;
- (b) the location, distribution and standards of mobile home parks;
- (c) the housing density and "mix" in all subdivisions. (This is not to say that all subdivisions should have exactly the same "mix").
- (d) that no area municipality be permitted to veto (a), (b), (c), whether by zoning or other means.

Although this recommendation deals with housing, its major implication is to permit the Region to override local zoning powers for certain purposes and it is therefore also a planning issue.

Subsection (d) of the recommendation is consistent with the Comay Report to the extent that it would give the Regional level all the necessary planning-related powers to implement its responsibilities for housing should regional council choose to exercise any of these housing responsibilities. However, this would be tantamount to treating the regional government as one which is not subject to the controls of other governments with respect to its own purposes. This is a rather strict approach to either level of local government neither of which are "sovereign" in any sense.



Moreover, the recommendation conflicts with the Comay position that the area municipalities should generally be responsible for local development.

Not surprisingly, the recommendation is being strongly opposed by most of the suburban area municipalities. Even the City of Ottawa Two-Tier Position Paper, which favours an active RMOC role in housing, recommends that housing targets set by the RMOC should be set for the whole of an area municipality, not for specific subdivisions and projects within the municipalities.

The Government would also oppose the recommendation that a regional government be given the authority to set standards for assisted housing. Standards for public housing are presently established by the Ontario Building Code, supplemented by the Ontario Housing Schedule A, which has been based on experience to date throughout the Province.

It will be somewhat easier for the Region to develop its role in housing under existing planning legislation, when the Regional Plan is approved. Questions of whether Regional powers in public housing should be exclusive and assigned to a housing department, or a housing authority are dealt with below.

Mayo has further recommended that the RMOC be given the power to engage in land-banking for various purposes, especially housing; that a certain proportion of building lots be sold at market value, and a portion retained in regional ownership for rental purposes; that profits from the sale of market-value lots be used to finance further purchases to replenish the land bank; that the land bank scheme be administered by the Regional Housing Department.

This recommendation seems to overlook 1974 amendments to Section 16 of The Housing Development Act which permitted all municipalities to engage in land assembly if their councils had adopted an official plan or housing policy statement containing intentions and strategies for providing housing. Moreover, the C.M.H.C. has recently responded to provincial representations to remove the Federal prohibition against replenishment of a municipal land bank out of profits from land bank sales, and municipalities will now be able to do this.

Under Mayo's recommendations, the Region would assume all responsibility for public housing (including its management), administer all assisted housing programs of senior governments in the Region (such as rent supplement schemes), and would assume responsibility as the only local level negotiating and administering all housing programs in the region of the Provincial and Federal governments. As already referred to the Region would also have the necessary powers, including the power to override local zoning, to implement policies regarding the location and nature of public housing, mobile home parks, and the density and mix of all subdivision housing. The Region would further have the power to control conversion of rental housing to condominiums.

The above recommendations would considerably extend the Region's existing housing powers by making public housing exclusively a Regional responsibility as well as by permitting the Region to override the powers of area municipalities for a variety of housing purposes.

The Regional Council itself is currently reviewing a very comprehensive report on housing submitted to the Planning Committee in August, 1977. This process, and review in the Housing Ministry of many of the housing issues raised by Mayo, should provide a more detailed basis for any necessary Government action at a later date. In addition, it would be well for the Regional Council to include in its review the implications for financial responsibility of various housing recommendations before it, including those of Mayo, since these were not explicit in the Mayo Report. For example, to what extent is the "local share" of various intergovernmental assisted housing activities to be financed across the Region as part of the Regional levy, in relation to different proposals regarding the Region's functional responsibilities in housing?

The most crucial of Mayo's proposals is, however, that the RMOC be able to override the area municipalities in implementing its housing powers. If this is not accepted, then any other changes are not likely to alter significantly the existing institutional setting with respect to the location of housing in Ottawa-Carleton. That is, detailed housing decisions will be subject to Regional controls only to the extent of the Region's planning powers, under an approved Regional Plan, and public housing will continue to be a negotiated process in the suburban municipalities.

Government action on the housing recommendations of Mayo should, however, be deferred pending the outcome of current reviews of housing responsibility within the Region and at the Provincial level. This should also apply to his recommendation that a Regional Housing Department be established.

Mayo recommends a Housing Department of the RMOC be established in conjunction with his proposals to enlarge the Regional role in housing. This, in turn, would permit the RMOC to absorb the public housing management role of the OHC and the role of existing housing authorities in negotiating intergovernmental housing agreements and the like.

It would certainly be appropriate for the RMOC to have a housing department if many of Mayo's other recommendations are eventually adopted. The RMOC can in any event create such a department if and when it wishes (although the recent housing report to council felt one was not needed at this time). It is the relationship of Council to the separate housing agencies that is the major issue here.

With the exception of Metropolitan Toronto, there is no active consideration being given to transferring directly to municipal government the management of public housing developed or owned by either the Federal-Provincial partnership or the OHC. Elsewhere, the Minister of Housing has been implementing the concept of management by a system of Housing Authorities. Further negotiations are needed in three Regions in this respect, Ottawa-Carleton being one of them.

Housing authorities are a method of structuring the partnership involvement of the various levels of government in regard to assisted and public housing programs. However, it should be recognized that the municipalities directly handle many other programs involving the senior levels without the need for local special-purpose bodies. This would be especially feasible if and when the RMOC consolidates its housing responsibilities under a Housing Department, which in turn will depend on prior decisions about the role of the Region in public housing.

It would appear from the recent Report on Housing to the Planning Committee of Regional Council in Ottawa-Carleton that the option of direct assumption by the Region, of responsibilities proposed for a Regional housing authority, is not being actively considered only because of the Government position favouring the establishment of a Regional housing authority, rather than for reasons of the Region's own preference. If so, and given the preference in Metro for the direct approach rather than the establishment of a Metro Housing Authority, it might be appropriate to allow the Ottawa-Carleton Regional Council to decide on its own structural preference in this regard in its current comprehensive review of housing in the Region. There seems to be no inherent reason why only Metro, among the small number of mature Regional municipalities, should be given an option in this important matter. It should be recognized that there is an equally important Government position to discourage the use of local special-purpose bodies where not absolutely necessary.

No action on a Regional housing authority in RMOC should be taken at this time, again pending prior decisions about the role of RMOC in public housing and a recommendation from Regional Council itself on the matter of a Regional housing authority arising from its current comprehensive review of housing in the Region. (That is, Ottawa-Carleton be given the same option as Metropolitan Toronto in regard to the authority device).

Only one planning recommendation will be addressed in this paper. This concerns the Region's zoning power within 150 feet of Regional roads. Action on this proposal would not undermine the major issues which should be deferred for now, and the Region's transportation interests can be enforced through its other powers.



Although the Region has had this power since its creation, it is an awkward power which has never been used as such. Its provision in the Regional Act can contribute to confusion about the development control and land use roles of RMOC and the area municipalities. The Region's interest in the operation of its roads can be secured by Control over traffic access and by its comments on set back. Removal of the Region's zoning powers in this respect would be consistent with a recommendation in the Report of the Planning Act Review Committee to abolish upper-tier zoning within 150 feet of regional roads.

- (10) PROPOSES THAT ANY CHANGES TO ASPECTS OF PLANNING PROCEDURES BE DEFERRED PENDING THE GOVERNMENT'S FORMATION OF A RESPONSE TO COMAY WITH THE EXCEPTION THAT IT IS PROPOSED TO REMOVE THE REGION'S AUTHORITY TO PASS ZONING BY-LAWS WITHIN 150 FEET OF REGIONAL ROADS. HOWEVER, ANY AREA COUNCIL BY-LAW AFFECTING ACCESS TO OR SET BACKS FROM REGIONAL ROADS WOULD HAVE TO HAVE THE APPROVAL OF REGIONAL COUNCIL.

## Sewer

Mayo recommends the RMOC take over all remaining local sewerage functions to complete its control of the sewerage system.

RMOC influence and control over the sewerage system is so substantial that it should be complete. Sewage and water supply are closely related. The administration and planning of both would be easier and it would remove the confusion experienced by the customer, who must pay for two systems ( maintained by two different levels of government) on the water bill which is paid to the Region. It might be added that there are two sets of sewer-related development charges that must be agreed to before development takes place as well.

This recommendation would be in line with exclusive assignment of sewer responsibility to the upper tier in other regions in recent years. Moreover, it meets the operational objection to split responsibility for maintenance and repairs, under which a regional water main can break and a local works crew nearby is unable to respond because the facility is regional. Exclusive regional responsibility for all piped services would result in a transfer of some relevant works staff to RMOC and would enable RMOC to distribute maintenance staff across the region for optimal response to emergency situations.

It is recognized that some storm drainage works are quite local in nature. However, storm water management also requires a broad watershed perspective which can best be achieved at the Regional level.

- (11) PROPOSES THAT RMOC TAKE OVER ALL REMAINING LOCAL SEWERAGE FUNCTIONS IN THE REGION WITH EXCEPTION OF SUCH STORM SEWERS AS THE REGION AND AREA MUNICIPALITY CONSIDERS NOT CRUCIAL TO THE SYSTEM.

## Hydro

Mayo recommends there be one retail electricity utility for the entire Region, merging the four existing utilities in Ottawa, Nepean, Gloucester and Richmond and taking over responsibility for the outlying areas now served directly by Ontario Hydro.

In making this recommendation, Mayo referred to Task Force Hydro and the Hogg Committee Report but ignored the procedures announced by the Minister of Energy in 1975 for the restructuring of municipal electrical utilities in the Regions. By these Guidelines, a locally initiated study of Hydro restructuring in each regional municipality must be received and approved by the Minister of Energy on the advice of a Steering Committee comprised of representatives from Ontario Hydro, the Energy Ministry and the Ministry of TEIA before appropriate legislation can be enacted. Such a study has not yet begun in Ottawa-Carleton. It would be premature to consider the Mayo recommendation in this respect.

No such locally initiated study is in prospect in Ottawa-Carleton, however. Only one of the four existing hydro commissions has been "frozen" since previous municipal restructuring did not affect the boundaries of the City of Ottawa, Gloucester or Nepean commissions. Hence, there is less incentive for a locally initiated study, especially given two of these strongly resist the idea of a single regional hydro utility (Gloucester and Nepean), although there is some support in the City of Ottawa for this approach. The fourth utility - the very small commission in Richmond - was "frozen" by the 1973 legislation consolidating the outer municipalities in the Region. Goulbourn Township is requesting that the Richmond Commission be unfrozen at this point.

In the meantime, March Township, which is now served directly by Ontario Hydro in the latter's rural hydro district, is unhappy with the high rural hydro rates paid by its residents and with recurrent difficulties in meshing its development planning with Ontario Hydro. March has therefore, been pressing for its own Hydro System and would make the case even more strongly if it becomes part of the new western municipality which the government has indicated it favours. The problem will be exacerbated if the Nepean component of any new western city continues to be served at lower rates by Nepean Hydro. A precedent for this is contained in the 1973 Ottawa-Carleton legislation, which provided that a portion of the new Rideau Township, previously a part of Gloucester Township, would continue to be served by Gloucester Hydro. Any study will therefore have to include the issue of appropriate hydro service for the western growth area.

- (12) THE GOVERNMENT PROPOSES THAT  
A REGIONAL HYDRO RESTRUCTURING  
STUDY BE INITIATED IN  
OTTAWA-CARLETON FORTHWITH.

## Police

Police issues in Ottawa-Carleton may be considered under the headings of the Regional police force issue, and the issue of continued free local policing by the Ontario Provincial Police in some portions of the RMOC.

### (a) Regional Police Force

Mayo recommends that existing municipal police forces in the RMOC be amalgamated into a Regional force, which would extend its jurisdiction to those outer municipalities now policed free of cost by the Ontario Provincial Police.

Aside from the Province's policy in other regions, there are a variety of general arguments in support of a Regional police force. A centralized police force in RMOC would be able to take advantage of administrative economies of scale. Mayo lists the advantages of a single communication system and a single computer and records system, both of which are already in place in the City of Ottawa but substantially underused; a rationalized plan of capital spending on physical facilities (and distribution of such facilities it might be added); and the advantages of specialized units to perform such tasks as court liaison more efficiently and with less total manpower. Mayo also suggests that police labour relations would become more specialized and hence would be more effective from the point of view of both management and police employees.

Mayo then considers the cost implications of a Regional force. He concludes that, with the same level of police coverage as now exists, the net local cost to RMOC of a regional force will not be significantly higher than at present, given the increase in the unconditional police grant from the Province that would accompany the establishment of a Regional force (now \$15 per capita compared to \$10 per capita where there is no upper-tier force).



The Mayo Report holds the level of police coverage constant in examining a Regional force. The fact of the matter is that increasing demand for local police coverage and service is inevitable in the developing areas outside of the municipalities which now have local forces in RMOC. A variety of problems requiring increased local policing result from such development. These include increased traffic safety problems, vandalism, and the increased danger as a growing number of children play near open water courses and natural drainage. The need for a continuous increase in local policing to deal with such growing problems may well be better accommodated by a single Regional police force than a series of annual understandings with the O.P.P.

An even more fundamental reason for a regional police force, however, is the existence of external benefits to the entire region of effective local policing in any given portion of the RMOC. Effective criminal pursuit across municipal boundaries is often cited. However, the spill-over of benefits is especially true in the central area where all Regional residents benefit from effective control and prevention of crime, constant enforcement of traffic and parking laws to manage downtown congestion and a police massing capability to cope with occasional episodes of civil disturbance. It is in everyone's interest that a large police force exist at least in the central area. It follows that its costs should be shared to some extent by all residents of the Region. Such shared costs should, of course, reflect a differing ability to pay across the Region and are accordingly levied against local municipalities on the basis of assessment in other Regions where Regional police forces have already been established.

In sum, the arguments for a Regional police force in RMOC include potential administrative efficiencies, a more continuous and systematic approach to inevitable pressures for increased service in the outer areas, and a basis for sharing the costs of a municipal service that is characterized by a substantial spill-over of benefits between municipalities.

The arguments against establishing a Regional police force are equally formidable, however. These have been listed by Mayo and are also expressed in the submission of Reeve MacQuarrie of Gloucester Township. The position is firstly one of economy. It is alleged that existing local forces and the O.P.P. provide an adequate level of police coverage and hence there is no need for the Province to pay an additional \$5 per capita to achieve a Regional force.

Some comparative data are instructive in this respect, although great care must be taken in making such comparisons. The only roughly comparable region in urban structure for purposes of comparing policing is Hamilton-Wentworth. Like Ottawa-Carleton it contains a very large old city (in Ontario terms) surrounded by a variety of suburban and exurban areas.

In 1975, for example, the Hamilton-Wentworth Regional Force spent \$41.46 per capita and had a police to population index of 1/613 (i.e. one uniformed policeman for every 613 residents -- this is a common service indicator for comparison purposes employed by the Ontario Police Commission). In the same year, the total municipal and OPP (local) police expenditures in Ottawa-Carleton have been calculated at \$35.21 per capita (this is at 100% OPP local policing costs; it excludes their statutory highway costs, except for Highway 31 which Gloucester patrols). The police to population index was 1/550 (again, uniformed staff only).

Thus in 1975, for about \$6.00 per capita less, policing in RMOC seemed to provide the same if not better coverage, according to the OPC indicator. This may be attributable to the fact that local policing in most of the suburban areas of RMOC is simply not comparable to the patch work that was faced in other Regions. Two forces of "intermediate" size police almost 70% of the suburban population.

Moreover, the forces in Ottawa-Carleton already have a mutual communications agreement in effect, and a central police computer system (resident in the City of Ottawa, but developed on a co-operative interforce basis). More importantly still, the police are highly specialized where they need to be (City), moderately specialized and generalist where this is most cost-effective (the main suburbs) -- a pattern that is nearly impossible to maintain in a single large force because of labour factors.

It has sometimes been stated that relationships between local forces in Ottawa-Carleton are so competitive that this has been reducing the efficiency of policing in the urban and suburban area of RMOC. (e.g. in criminal pursuit and investigation). This claim has not been documented in the Review. Sufficient co-operation seems evident on essential day-to-day matters, and on shared services, such as those referred to in the previous paragraph, despite the existence of rivalry and personality conflicts (which could make force amalgamation a bitter and protracted process).

To sum up the case against a Regional police force, it is argued that the present system is more economical, that the structure of local policing is not comparable to other regions where the Province has followed a Regional police policy, and that the alleged administrative economies of a large central force are substantially outweighed by uneconomical factors related to the rigidities of a large police organization.

In terms of the history of upper-tier police forces coming into being, both Hamilton-Wentworth and Metro itself might be considered comparable. However, in Hamilton-Wentworth, the force was created with the Region itself, and policing in the suburbs really was a patch-work of small forces and the O.P.P. Metro is more strictly comparable because its force came into being a few years after Metro itself and because at least some of the non-city forces were already quite viable or "intermediate" in size to use Reeve MacQuarrie's apt term.

Two essential conditions preceded the Metro police transfer in the political process. At least one suburban Reeve (Bick) was a strong proponent and Metro Council itself recommended the transfer after a study. Neither of these conditions are (yet) present in RMOC. Regional Council voted against a Regional force last year on the advice of the special committee reporting to it. (It might also be noted that Metro was already on its way to full urbanization within its boundaries which RMOC will probably not achieve for some time, if ever, within its current boundaries). Indeed, the feeling against a Regional force is very deep outside of the City, and the City itself has not given a strong case for it.

In weighing the arguments for and against a Regional police force in RMOC at this time, one additional factor stands out. The sense of active policy and budgetary control over their local police forces expressed and documented by suburban politicians in this Review has been impressive. For example, the careful response to expensive new technology and the deliberate creation of a generalist police force in Gloucester has involved a constant exchange of political and professional police views over the last few years. This is, in our view, effective local government, the overall objective of the Province's municipal policy. To replace this with the important but somewhat uncertain advantages of a regional police force could therefore be an inappropriate step to take at this time.

It is important to bear in mind, however, that an effective system of policing in one or two municipalities within the RMOC does not necessarily add up to the most effective approach to policing the whole region. Moreover, the low cost of policing in a suburb such as Gloucester reflects its nature as a low density suburb, as well as policy decisions and good management.

On the whole, RMOC is not comparable to other regions in regard to policing and this suggests caution on the issue of regional policing, especially when the strong and unanimous political feelings against it outside the City are taken into account.



- (13) THE GOVERNMENT DOES NOT  
PROPOSE THAT A REGIONAL POLICE  
FORCE BE ESTABLISHED AT THIS  
TIME.

(b) The Ontario Provincial Police in RMOC

In recommending the establishment of a regional police force for the entirety of RMOC, Mayo was thereby also recommending that free policing by the O.P.P. be terminated. With the proposal that no regional force be established at this time, this issue can be considered separately.

The Task Force on Policing and the Report of the Grants Reform Committee both make strong recommendations that free local police services by the O.P.P. should be replaced by contracts throughout the Province. Such free policing is being phased out in every other region, and this is a police issue with which RMOC can be compared to the other regions. There would appear to be no good reason not to begin to phase out free policing in Ottawa-Carleton as well.

Six municipalities would be affected by this change, including the new western municipality, if the latter is given the status of a township. If it is a town or city, under current legislation it would have to establish its own police force because its population will exceed 5000, although an exemption could be considered. March Township indicates it is satisfied with the present level of O.P.P. service and would be willing to pay a contract price rather than establish its own force at this time. March has indicated it would also want to consider the alternative of an inter-municipal contract for policing by the Nepean force if the new western municipality is established. This approach is rejected because inter-municipal contracts tend to have a lock-in effect which can cause much subsequent conflict between the municipalities concerned. Moreover, local political accountability for policing would be confused in such an arrangement.

- (13) THE MATTER OF O.P.P. COST  
RECOVERY TO BE DEFERRED  
AND DEALT WITH THROUGH  
GRANTS REFORM.

RMOC AND THE FEDERAL GOVERNMENT

Ottawa is one of the few national capitals in the world which is governed by a system of municipal government rather than some special institutional arrangement. Judging from comments received in the Review, the residents of Ottawa-Carleton place high value on their municipal institutions and wish to continue their system of local government. As Chairman Coolican stated recently to the Special Joint Committee of Parliament on the National Capital Region, the proposal of the Fullerton Report to create a form of political structure to govern the whole National Capital area has been completely unacceptable, and is no longer an issue. The Province of Ontario concurs fully with this view.

This is not to deny that there are special problems in the relationship between the municipalities of RMOC and the Federal Government, arising inevitably from the massive Federal physical presence in the Capital area. The Province supports the municipal position, as well as Mayo's recommendations, that more continuous consultation at the political level is needed to resolve such problems as full Federal payments-in-lieu to the municipalities, and more co-operation on major "experimental" development projects, such as the Woodroffe development, and on the planned Federal decentralization of office employment.

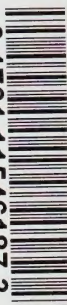
It is therefore encouraging that the Federal Government has recently agreed to periodic meetings at the political level.

- (14) RELATIONSHIPS BETWEEN THE FEDERAL GOVERNMENT AND THE MUNICIPALITIES OF RMOC SHOULD CONTINUE WITHIN THE CONTEXT OF THE EXISTING SYSTEM OF MUNICIPAL GOVERNMENT IN RMOC. GOVERNMENT REAFFIRMS THE PRIME ROLE THE REGION PLAYS IN PLANNING THE OTTAWA-CARLETON AREA.









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